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Public Education in Montana

1984-85

The 4th Annual Report
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and the
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Public Education in Montana 1984-85

The Fourth Annual Report of the
Board of Public Education
and the
Office of Public Instruction

Published by
Ed Argenbright
State Superintendent of Public Instruction
State Capitol
Helena, MT 59620

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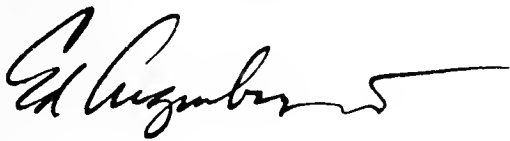
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INTRODUCTION

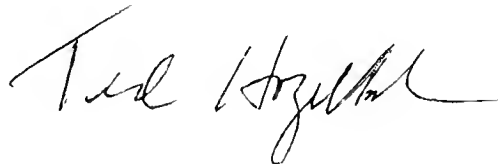
This fourth annual report of the State Superintendent of Public Instruction and the Board of Public Education presents a comprehensive profile of elementary and secondary public education in Montana for the school year 1984-85. Its purpose is to give educators, policymakers, administrators and Montana citizens accurate and useful information with which to plan for the educational needs of all Montanans.

The report covers K-12 public education and postsecondary vocational education programs under the jurisdiction of the State Superintendent. It also reviews important accomplishments in the education community during the past school year.

For census materials and significant trends in education over the past several years, you are encouraged to consult previous annual reports published by the Board and the Office of Public Instruction.



Ed Argenbright
State Superintendent
of Public Instruction



Ted Hazelbaker
Chairman, Board of Public Education

I. STUDENTS

With strong constitutional guarantees of equal educational opportunity for each person in the state, Montanans have given the needs of their students a high priority. It is important to look at a comprehensive profile of these students and their educational achievements to see how these needs are met.

STUDENT ENROLLMENT

In school year 1984-85, 154,412 students were enrolled in Montana elementary and secondary schools. This figure represents an increase of 766 students over the previous year. The growth occurred primarily in pre-kindergarten through grade 6.

Most of Montana's students were elementary K-8 (108,796), while secondary students totaled 45,616. Special education/ungraded students are included in these figures.

Enrollment trends for the 1980s show a rise in elementary school enrollment since about 1980 and a slight rise followed by a projected decrease in secondary school enrollment for the latter part of the decade. The increase in elementary school enrollment is partly attributable to the fact that the baby boomers' children—the "baby boomlet"—are now entering and passing through the public school system.

DENSITY AND DISTRIBUTION

According to the U.S. Department of Education, most public school students in the U.S. attend schools with enrollments ranging from 100-499 students. In contrast, nearly half of Montana's schools (44.4 percent) have less than 100 students (see chart on page 8 and Appendix B).

Numerous small schools serve rural mountain and agricultural areas scattered over Montana's large geographical area. Over 100 of them are one-teacher schools, a trait shared with other large but sparsely populated Western states such as Nevada, Wyoming and Alaska, but not common in the nation as a whole.

In 1984-85 Yellowstone County had the largest public school enrollment in the state with 21,667 students (K-12). Petroleum County, with 131 students, had the smallest enrollment. Appendix A shows 1984-85 enrollments for each Montana county.

PUBLIC SCHOOL ENROLLMENT Fall 1983 and Fall 1984

Grade Span	1983-84	1984-85
Pre-Kindergarten	108	154
Kindergarten	11,887	12,315
Grades 1-6	69,772	70,469
Grades 7-8	24,781	24,090
Grades 9-12	44,906	45,189
Special Education/ Ungraded*	2,192	2,195
Total Elementary (K-8)	108,268	108,796
Total Secondary (9-12)	45,378	45,616
TOTAL ENROLLMENT	153,646	154,412

*For the grand totals that follow, special education/ungraded students were put into elementary and secondary levels.

SOURCE: Montana Office of Public Instruction (OPI)

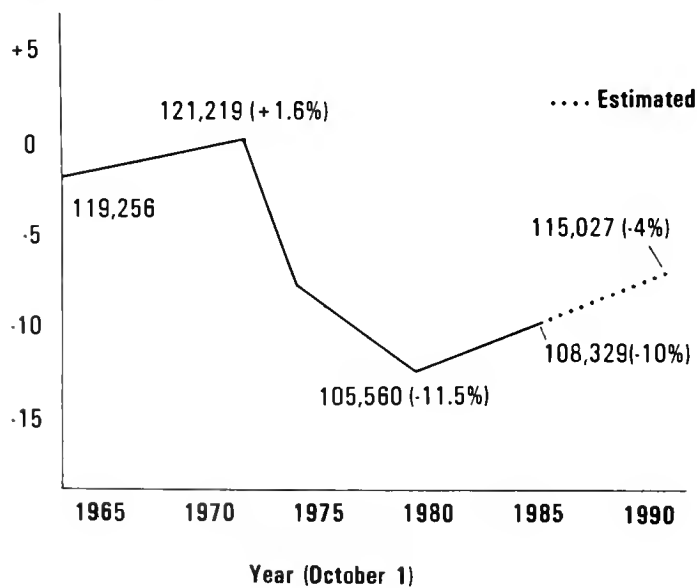
**PUBLIC SCHOOL ENROLLMENT BY SCHOOL SIZE
1984-85**

School size (#students)	Total #	Percent	Total #	Percent
1-49	236	30.4	4,758	3.1
50-99	109	14.0	8,066	5.2
100-249	194	25.0	33,056	21.4
250-449	181	23.3	63,365	41.0
500-749	36	4.6	20,786	13.5
750-999	9	1.2	7,693	5.0
1000-1999	11	1.4	14,609	9.5
2000 or more	1	0.1	2,079	1.3
TOTAL	777	—	154,412	—

SOURCE: OPI

**PERCENT CHANGE IN PUBLIC SCHOOL ENROLLMENT:
ELEMENTARY (K-6)
1965-1990 (Base 1965)**

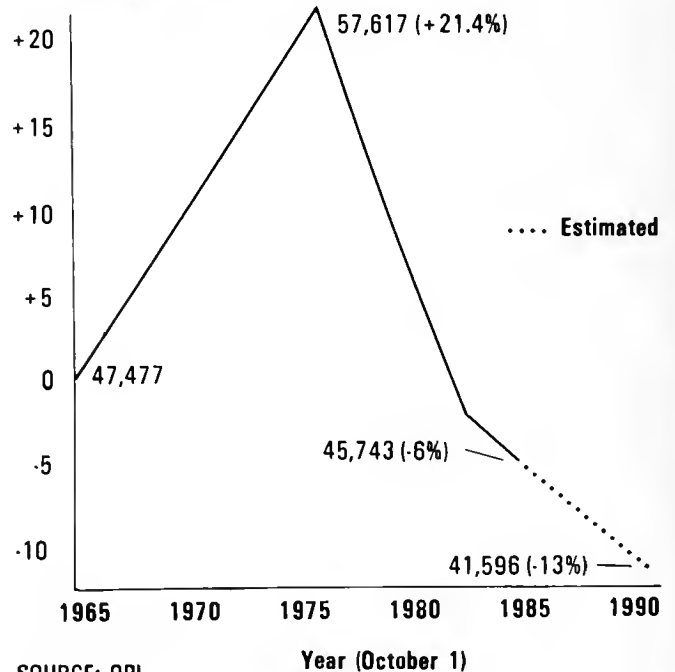
Percent change since 1965



SOURCE: OPI

**PERCENT CHANGE IN PUBLIC SCHOOL ENROLLMENT:
SECONDARY (9-12)
1965-1990 (Base 1965)**

Percent change since 1965



SOURCE: OPI

STUDENT ACHIEVEMENT

In the spring of 1985, 10,016 Montanans received their high school diplomas, reflecting a graduation rate of 83.1 percent. (The graduation rate is the number of high school graduates measured against the 9th grade enrollment four years earlier. These rates do not take into account the number of students moving in or out of the state.)

Although Montana graduation rates declined between 1973 and 1983, they now appear to be increasing, with 1984-85 rates 3.6 percentage points higher than the previous year. They have been consistently higher than the national graduation rates over the same period.

The U.S. Department of Education uses a slightly different system to calculate and compare state graduation rates, adjusting the figures for interstate population migration. It places Montana eighth among the 50 states, with a graduation rate of 82.1 percent: 11.2 percentage points higher than the national average (70.9 percent), higher than Wyoming (76 percent) and Idaho (75.8 percent), but lower than North Dakota (86 percent) and South Dakota (85 percent).

SECONDARY CREDENTIALS

Montanans who do not complete a regular high school program may earn a secondary credential through the General Educational Development (GED) testing program. In 1985 the number of people who participated in the GED testing program (unduplicated count) was 2,314. The average age of the examinee was 25.7 years. A total of 1,616 certificates was issued in 1985. (Data are based on the calendar year rather than the school year.)

Adult Basic Education was available to Montanans at 35-40 sites administered by the Office of Public Instruction. Five high school districts participated in the External Diploma Program, which gave adults an opportunity to acquire a secondary diploma by measuring their abilities in a variety of skill areas. Program centers were Great Falls, Helena, Glendive, Kalispell and Hardin.

GENERAL EDUCATIONAL DEVELOPMENT (GED) PROGRAM PARTICIPATION

1983 to 1985†

	1983	1984	1985
Total volume of testing	2,669	2,855	2,937
Number tested (unduplicated count)	2,403	2,230	2,314
Total # certificates issued	1,669	1,618	1,616
Average age	24.3	25.1	25.7

Total volume of testing = number of times GED test was taken, including subsequent testing by the same individual.

Number tested (unduplicated count) = number of individuals who participated in testing program, regardless of how many times the same person was tested.

†Data are based on calendar year, rather than school year.

SOURCE: OPI

MONTANA GRADUATION RATES 1982-85

Year	9th Grade		Graduates		Graduation Rate (%)
	#	Date (Fall)	#	Date (Fall)	
1982-83	13,581	1978	10,689	1983	78.7
1983-84	12,862	1979	10,224	1984	79.5
1984-85	12,051	1980	10,016	1985	83.1

Graduation rates - #graduates/9th grade enrollment 4 years earlier.

SOURCE: OPI

STANDARDIZED ACHIEVEMENT TEST SCORES

In 1984-85 Montana students scored above the national average on the tests most commonly used for college admission: the Scholastic Aptitude Test (SAT) and the American College Testing Program (ACT). Both tests measure the abilities that students usually need for academic success in college.

Few Montana students take the SAT (in 1985, 9 percent of the state's seniors), but those who do, score well. Montana's mean SAT scores were 492 in verbal (an increase of 3 points since 1984) and 547 in math (an increase of 2 points since 1984).

The ACT test is the test more commonly taken in Montana. According to the American College Testing Program, approximately 53 percent of Montana's seniors took the ACT test in 1985.

In 1984-85, 5,656 Montana students (2,600 men and 2,965 women) took the ACT test. Their average composite score was 19.5 on a scale of 36, which was 0.9 points higher than the national average composite score (18.6). Montana average scores in English, math, social studies and natural science ranged from 0.4 to 1.2 points higher than national scores, with the greatest score differences in math and natural science. These differences are especially significant considering the large number of students who took the test in Montana; a larger percentage of test takers would tend to lower the overall state averages.

Montana students' average composite score was 0.3 points higher than the 19.2 average composite earned by students in the Mountain/Plains region, which includes Colorado, Idaho, Montana, Kansas, North and South Dakota, Utah and Wyoming.

In the past three years, the ACT scores of Montana students have increased in English, math, natural science and composite. Scores in social studies dropped in 1983-84 but increased the following year.

According to the American College Testing Program, the composite ACT score of Montana students has decreased by 1.6 points in the past 15 years. It was 21.1 in 1969-70 compared to 19.5 in 1984-85. This compares to a national decrease in composite scores of 1.3 points during the same period, from 19.9 in 1969-70 to 18.6 in 1984-85. However, Montana and national scores generally appear to be increasing since the period of decline.

Comparing Montana students' test scores from the past two years (1983-84 and 1984-85), women's composite scores and scores in all specific test areas increased. Their composite score of 18.7 went to 18.8 in the two-year period. Men's composite scores also increased, from 20.2 in 1983-84 to 20.3 in 1984-85. Men's scores increased in English, social studies and natural science. Their math scores decreased by 0.2 points.

MONTANA ACT SCORES 1982-85

	1982-83	1983-84	1984-85
English	18.2	18.3	18.5
Math	18.2	18.4	18.4
Social Studies	18.6	18.2	18.3
Natural Science	22.2	22.1	22.4
COMPOSITE	19.4	19.4	19.5

SOURCE: American College Testing Program

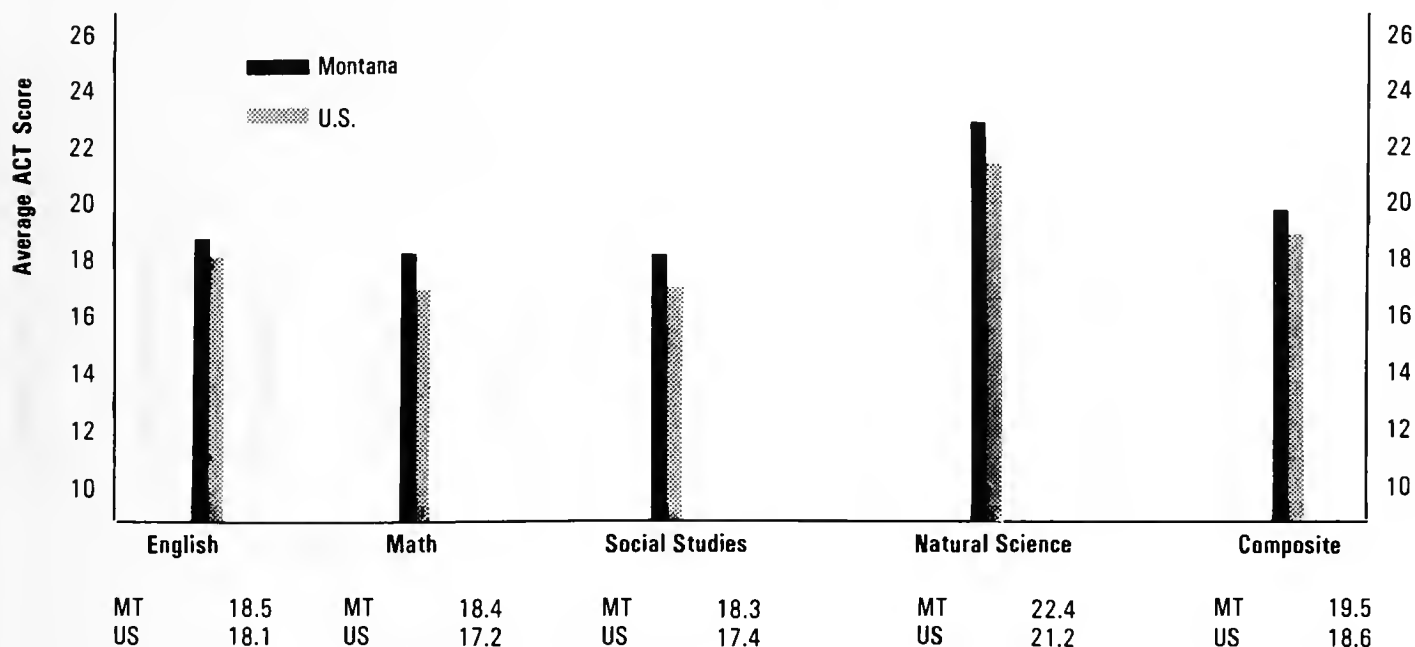
MONTANA ACT SCORES BY GENDER 1983-1985

	Women		Men	
	1983-84	1984-85	1983-84	1984-85
English	18.9	19.0	17.7	17.9
Math	17.2	17.3	19.8	19.6
Social Studies	17.4	17.5	19.1	19.3
Natural Science	20.8	21.1	23.6	24.0
COMPOSITE	18.7	18.8	20.2	20.3

SOURCE: American College Testing Program

COMPARISON OF MONTANA AND U.S. AVERAGE ACT SCORES

1984-85



SOURCE: American College Testing (ACT) Program

SECONDARY VOCATIONAL EDUCATION

Enrollment in secondary vocational education was 24,861 students in 1984-85. This figure is a duplicated count. (For example, one student may take both vocational agriculture and business and is counted twice in order to accurately reflect enrollment in specific courses.)

The 1984-85 vocational student count is an increase of 439 students, even with a declining total high school enrollment.

SPECIAL STUDENT MEMBERSHIP

Over 31,000 Montana students were assisted through special programs administered by the state in 1984-85. Those programs included Educationally Disadvantaged and Migrant Education (both under Education Consolidation and Improvement Act, or ECIA, Chapter 1); Bilingual Education/English Language Proficiency; Education of the Handicapped; and Montana School for the Deaf and Blind.

CHAPTER 1 PROGRAMS

Federal funds under ECIA Chapter 1 provide supplementary assistance in basic skills to educationally

disadvantaged children. Local Montana school districts receiving these funds provided help in math, reading and language arts to 12,830 students during the 1984-85 school year.

Montana received a total of \$10.9 million for Chapter 1 programs, of which \$10.4 million went directly to school districts.

Federal ECIA Chapter 1 Migrant Education funds give supplementary educational and support services to identified children of migratory agricultural workers. In 1985 the program operated in late spring/early summer at eight sites in eastern Montana: 898 students were identified; 554 of them were enrolled in school programs.

BILINGUAL EDUCATION

Under the federal Bilingual Education Act, instructional services were provided to over 2,000 Montana students whose dominant language is not English. Eight bilingual programs served students in eight language groups in schools on five Indian reservations and in the Missoula community. Language groups included Crow, Northern Cheyenne, Cree, Assiniboine, Gros Ventre, Blackfeet, Salish Kootenai and Hmong.

Bilingual education training programs were conducted at Blackfeet Community College in Browning, Eastern Montana College in Billings and Montana State University in Bozeman.

EDUCATION OF THE HANDICAPPED

Special programs ensure handicapped Montana students the opportunity for a free and appropriate education.

In school year 1984-85, 15,377 handicapped students were served at an average cost of \$2,034 per student (state and federal funds, with state share at \$1,772). State budget requests were approved for 398 school districts in the amount of \$27,249,629, plus \$500,000 in contingency funds. Twenty-three special education cooperative budgets were also approved. The state monitored programs in 75 local education agencies (LEAs), sixteen cooperatives and three state-operated programs.

In addition, federal funds were available to schools serving handicapped students, including 212 EHA-B (Education of the Handicapped, Part B) grants in the amount of \$3.4 million and 40 Preschool Incentive Grants totalling \$155,170.

The number of handicapped students and the budget required to serve them increased in the past decade, largely because student identification processes became more sophisticated, and a greater number of trained staff was available. The number of students served by handicapped education programs continues to grow, although at a much slower rate.

MONTANA SCHOOL FOR THE DEAF AND BLIND

The Montana School for the Deaf and Blind in Great Falls, under the governance of the Board of Public Education, provides educational services for students with visual and/or auditory handicaps. In 1984-85, 352 students (73 residents, 59 day students, 230 outreach and itinerant students) were served. Faculty members (86.5 FTEs) provided a full range of educational programs for deaf, blind and multi-handicapped students.

GIFTED AND TALENTED EDUCATION

School districts continued to develop and offer programs for identified gifted and talented students whose abilities and performance require educational programs beyond those normally offered in public schools. Areas of exceptional endeavors include intellectual ability, special academic aptitude, creative thinking, leadership and ability in the visual and performing arts.

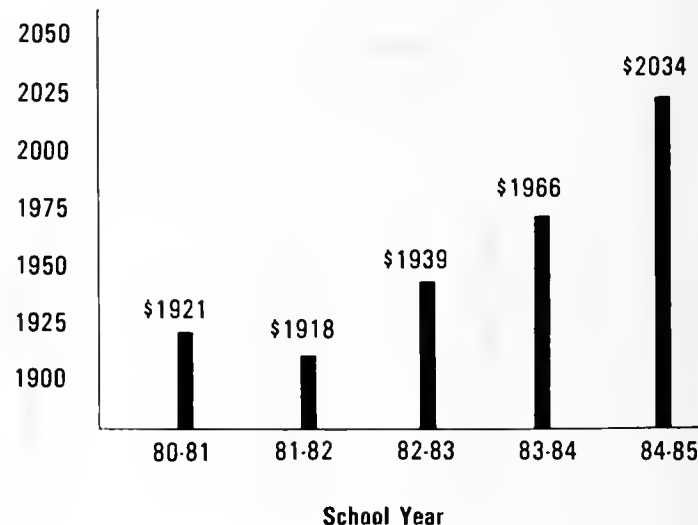
In 1984-85, 75 identifiable gifted and talented programs operated in Montana school districts. This total includes programs being developed and those actually in operation.

For the past four years, the state has funded competitive grants to local school districts for the development of gifted and talented education programs. Grants in the amount of \$96,056 were awarded to 32 school districts in 1984-85.

AVERAGE FUNDS† AVAILABLE PER HANDICAPPED CHILD

1980-1985

Average funds per child



†Includes state and federal funds.

SOURCE: OPI

STATE FUNDED PROGRAMS FOR GIFTED AND TALENTED STUDENTS

	1982-83	1983-84	1984-85
Total number of districts receiving grants	39	37	32
Amounts	\$144,544	\$97,283	\$96,056

SOURCE: OPI

II. SCHOOL PERSONNEL

In 1984-85, 11,388 certified personnel were directly involved in the education of young Montanans—as teachers, administrators, specialists, aides and support staff. They offered students the full spectrum of education services, from basic instruction to special assistance, library services and the daily operation of the state's 777 public schools.

Because Montana schools tend to have small enrollments, teachers often have multiple assignments in administrative duties or instructional areas. An elementary classroom teacher, for example, may also perform administrative duties as a school's supervising teacher.

Classroom teachers constituted the largest proportion of all certified Montana school personnel (84 percent, or a total of 9,597 teachers). Their average salary was \$21,749.

The average student/teacher ratio in Montana in 1984-85 was 16 students per teacher (total state enrollment divided by total FTEs).

Montana's teachers worked with 909 specialists and 882 administrators.

TEACHER CERTIFICATION

Montana law requires that educators in the public school system be properly certified. Certification policies are set by the Board of Public Education, and the Office of Public Instruction issues certificates.

Montana issued 6,346 teacher certificates (first-time and renewals) in 1984-85. Of the 1,426 first-time certificates issued, 602 were issued to applicants from out of state. A total of 188 certificate applications were denied.

Interstate certification agreements were in operation between Montana and Utah, Idaho and South Dakota under the Interstate Certification Compact.

TEACHER EDUCATION

Eight Montana colleges and universities provide teacher preparation. All have been reviewed and approved as meeting state standards, and the second cycle of review is under way. Teacher education program evaluations are based on a five-year cycle of on-site reviews performed by review teams and approved by the Board of Public Education.

MONTANA EDUCATION PERSONNEL By Level and Assignment 1984-85

	FTE		
	Elem	HS	Total
TEACHERS	6,481	3,116	9,597
SPECIALISTS			
Guidance	141	170	311
Library	203	119	322
Other	201	75	276
		TOTAL	909
ADMINISTRATORS			
Supt.	78	65	144
Asst. Supt.	7	7	14
Admin. Asst.	16	21	37
Principal	287	123	410
Asst. Principal	21	40	61
Supervising			
Teacher	26	1	27
Other	109	80	189
		TOTAL	882
GRAND TOTAL			11,388

SOURCE: OPI

MONTANA TEACHER CERTIFICATION 1983-85

	1983	1984	1985
Certificates issued (first-time† and renewals)	5,800	6,101	6,436
Certificates denied	37	74	188

†Of the 1,426 first-time certificates issued in 1984-85, 602 were issued to applicants from out of state.

SOURCE: DPI

**STATUS OF TEACHER EDUCATION PROGRAM REVIEW
JUNE 1985**

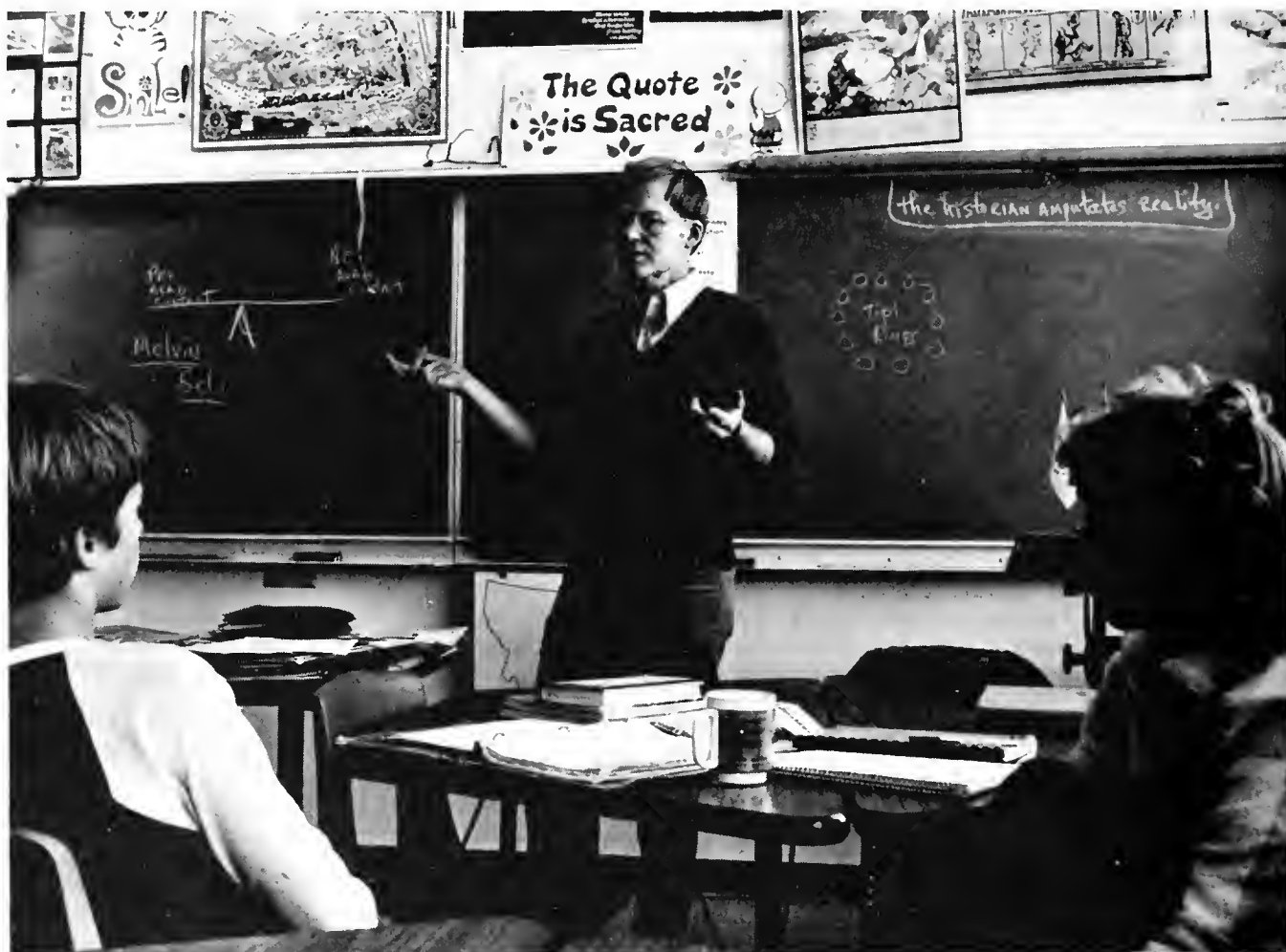
Carroll College*	20 programs approved
Montana State University	36 programs approved
University of Montana	38 programs approved
Western Montana College**	23 programs approved

Eastern Montana College	34 programs approved
Northern Montana College	23 programs approved
College of Great Falls	17 programs approved
Rocky Mountain College	22 programs approved

*Second cycle review scheduled for April 1986.

**Second cycle review scheduled for October 1986.

SOURCE: OPI



MONTANA TEACHER OF THE YEAR 1986

Hal Stearns, history and sociology teacher at Missoula's Sentinel High School, is Montana's Teacher of the Year 1986. His energetic love for young people and the subjects he teaches are the essential ingredients of his dedicated career in education. "A subject that is lively and dear to the teacher gets students excited," he says. "They know the teacher is enthusiastic, and they are stimulated to think, communicate and learn."

Runners-up in the Montana Teacher of the Year program were Ray Campeau, Bozeman Senior High, and David Hashley, Flathead High, Kalispell.

Photo by Lynn Schwanke, courtesy of the *Missoulian*.

III. MONTANA SCHOOLS

Montana's public elementary and secondary schools are an integral part of every community, whether there are several schools in various neighborhoods of a larger town or just one school serving a broad rural area whose student population is small and widespread. A school's primary function is to provide equal educational opportunity of the best quality possible to all youngsters within its jurisdiction. In that sense, it is the focus of significant community involvement and activity.

In 1984-85 Montana's 777 schools operated at least 180 days as set by statute. They were located in 550 school districts.

The state operates several other types of schools, including five postsecondary vocational-technical centers governed by the Office of Public Instruction.

ELEMENTARY AND SECONDARY SCHOOLS

Most of Montana's 777 schools operating in 1984-85 were elementary schools serving the proportionately larger K-8 enrollment: 591 schools served elementary only; 17 were junior high schools (7-9), and 169 were high schools. Since the previous year, the number of schools decreased by one elementary and one junior high school.

Most Montana schools (223) were K-8. The largest number of students were in schools serving grades 9-12.

ORGANIZATION

Montana's public schools are organized in school districts, with the entire state divided into elementary and high school districts. Each district has an elected board of trustees. The affairs of Montana schools are administered by 143 district superintendents (FTEs). Forty-three counties have elected county superintendents, and 13 counties have combined the county superintendent duties with another office.

In 1984-85, Montana had 550 school districts (387 elementary and 163 high school).

EDUCATION PROGRAM

The state requires that schools operate at least 180 days each school year. Most schools are in regular session between late August and mid-June.

Schools must meet certain standards to be accredited by the Board of Public Education and thereby be eligible for funds under the state's foundation program. However, while schools must meet the state standards, they can set higher standards within the school district. Thus,

curriculum content and program/operation standards may vary from district to district.

Accreditation standards require that the elementary instructional program in Montana schools include at least the following: language arts (including reading, literature, writing, speaking, listening, spelling, penmanship and English), arithmetic, science, social sciences, fine arts, physical education, safety and health education.

A secondary school curriculum must include at least 16 units of coursework, including but not limited to language arts (4), social sciences (2), mathematics (2), science (2), health and physical education (1), fine arts (1), practical arts (2) and two electives.

For an update on education program activities in 1984-85, see Chapter VI.

NUMBER OF MONTANA SCHOOLS BY LEVEL 1982-85













	1982-83	1983-84	1984-85
Elementary (K-8)	595	592	591
Junior High (7-9)	18	18	17
High School (9-12)	169	169	169
TOTAL	782	779	777

MONTANA SCHOOL DISTRICTS 1982-85

	1982-83	1983-84	1984-85
Elementary	391	389	387
High School	163	163	163
TOTAL	554	552	550

SOURCE: OPI

**SCHOOLS AND STUDENT ENROLLMENT BY GRADE SPAN
1984-85**

	K	1	2	3	4	5	6	7	8	9	10	11	12	# Schools	Enrollment	
K-3														10	2,567	
K-4														19	5,557	
K-5														28	7,939	
K-6														105	29,531	
1-6														23	3,698	
K-8														223	23,973	
1-8														79	3,758	
							6-8							18	5,056	
							7-8							26	5,377	
							7-9							15*	10,385	
									9-12					160	30,402	
										10-12				9	11,224	
										Other combinations				62	14,945	
														TOTAL	777	154,412

*Two of the 18 accredited junior high schools are included in 7-8 and "other."

SOURCE: OPI

ACCREDITATION

Public schools must be accredited each year by the Board of Public Education in order to receive state foundation aid. Accreditation standards, recommended by the State Superintendent of Public Instruction and adopted by the board, are set forth in the Administrative Rules of Montana and distributed for easy reference in *Montana School Accreditation: Standards and Procedures Manual*, updated each year by the Office of Public Instruction. An on-site evaluation is made at each school at least once every five years and more frequently when problem areas have been found.

In 1984-85, 792 public and private schools were accredited. Most (727) were given full accreditation, while 65 were accredited with advice or probation status.

ACCREDITED MONTANA PUBLIC & PRIVATE SCHOOLS 1982 to 1985

Accreditation Status	1982-83	1983-84	1984-85
Regular accreditation	770	748	727
Accredited with advice	22	39	56
Accredited on probation	5	7	9
Nonaccredited	0	0	0
TOTAL	797	794	792

SOURCE: OPI

OTHER SCHOOLS

The state operates five postsecondary vocational-technical centers at Billings, Butte, Great Falls, Missoula and Helena. The centers are administered by the Office of Public Instruction and local school districts.

The Board of Regents governs and controls the University of Montana, Montana State University, Western Montana College, Eastern Montana College, Montana College of Mineral Science and Technology and Northern Montana College and supervises and coordinates programs at Flathead Community College, Miles Community College and Dawson Community College. Programs at Blackfeet, Dull Knife, Little Big Horn, Fort Peck and Salish Kootenai community colleges are administered by tribal councils. Rocky Mountain College, Carroll College and the College of Great Falls are private colleges.

The State Board of Institutions operates five schools: Pine Hills (Miles City), Eastmont Human Services Center (Glendive), Boulder River School and Hospital (Boulder), Mountain View (Helena) and State Prison (Deer Lodge).

POSTSECONDARY VO-TECH CENTERS

Montana's five postsecondary vocational-technical centers are administered by the Office of Public Instruction and local school districts. Centers at Billings, Butte, Great Falls, Helena and Missoula had a total enrollment of 2,548 students (FTEs) in 1984-85. Enrollment gains since the previous year occurred at Helena, Billings and Butte vo-tech centers; enrollment at the Great Falls and Missoula centers dropped.

A broad range of programs was available at all five vo-tech centers, including agriculture, business and office, health services, trade/industrial, technical, marketing and distribution, vocational home economics and other programs.

The vo-tech centers are funded by tuition and local, state, federal and other sources. A large proportion (\$4.6 million) of the centers' \$10.4 million in revenues for 1984-85 came from the state's general fund.

Legislative action in 1985 appropriated Coal Tax Trust interest funds for vocational education (vo-tech centers and Adult Basic Education).

In 1984 the average wage at placement for Montana's vo-tech students was \$5.70/hour with a range of \$4.50 to \$8.65/hour. The average wage of all Montana workers reported to the State Department of Labor was \$7.35/hour.

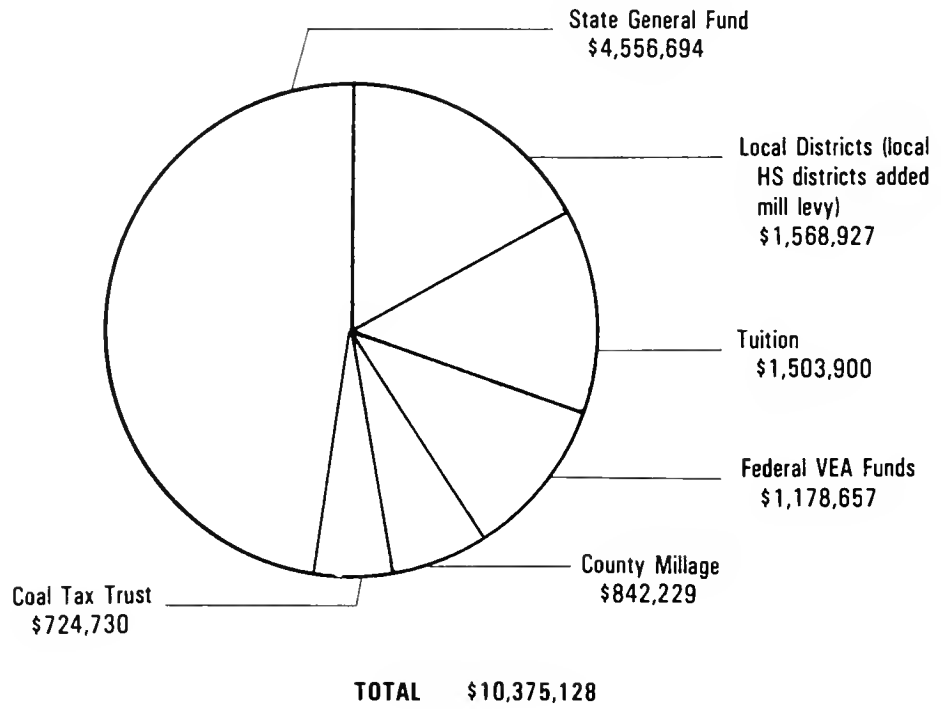
POSTSECONDARY VO-TECH CENTER ENROLLMENTS† 1983-1985

Center	1983-84	1984-85
Billings	485	497
Butte	342	403
Great Falls	449	408
Helena	663	665
Missoula	607	575
TOTAL	2,546	2,548

†Total school year FTEs.

SOURCE: OPI

POSTSECONDARY VO-TECH CENTERS
Budget Revenue Sources
1984-85



SOURCE: OPI

IV. FINANCING EDUCATION

The first major attempt to equalize state aid to schools dates back to 1949, when the Legislature enacted the state foundation program for schools. Prior to that time, schools were financed primarily through local district taxes. When first established, the foundation program provided equalization for students on a statewide basis and equalization for taxpayers on a countywide basis. However, in 1973 the "county equalization" taxes were made uniform statewide; now the fiscal burden of funding the foundation program is apportioned equally among all taxpayers statewide. The foundation program takes into account the number of students and the level of each district. It also provides for special education and several other program variables.

The permissive amount is determined for each district as one-fourth of the foundation program. Both the foundation program amount and the permissive amount are determined by law based on measures of student needs such as school size and level of programs offered. From the student's point of view, they increase equalization by encouraging uniform educational opportunity—at least to the extent that educational opportunity is related to funding.

While the foundation program is the minimum amount that a school district may budget, the permissive amount provides an additional range that may be budgeted above the foundation program at the discretion of the board of trustees. The two amounts together are the "maximum general fund budget without a vote." Most districts set budgets that exceed this limit by holding special levy elections to obtain approval of the voters; the increase is called the "voted amount."

School districts and the state have joint responsibility for funding the permissive amount as follows: The district obligation is limited to the amount of money raised by a property tax of 6 mills[†] on an elementary district or 4 mills on a high school district. When such levies provide less than the total revenue needed for the permissive area of the budget, the state finances the remaining amount. Thus, there is an upper limit on the tax rate. All taxpayers in districts with low or moderate property wealth pay the maximum tax rate; taxpayers in wealthy districts have lower taxes. This funding mechanism for the permissive amount provides equalization for taxpayers.

[†]Property taxes are stated in terms of mills. A tax of one mill means \$1.00 tax on each \$1,000 of property value.

EDUCATION FINANCING—LOCAL & STATE SOURCES 1984-85

Voted Levy	\$144,987,690
Permissive Levy	
State share	\$41,235,057
District share	18,394,639
Total†	\$59,629,710

STATE FOUNDATION PROGRAM

State	\$145,112,199
County	93,408,440
Local	92,083
Total†	\$238,612,788

TOTAL	\$443,230,188
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†Totals do not agree due to rounding.

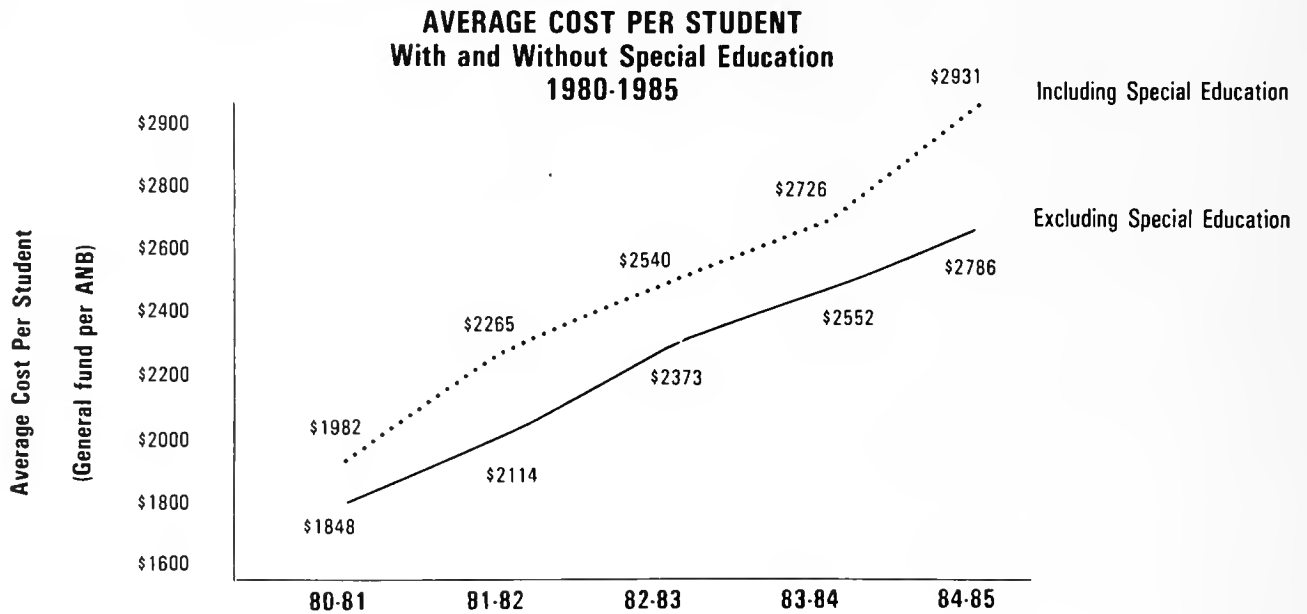
SOURCE: OPI

1984-85 EDUCATION FINANCES

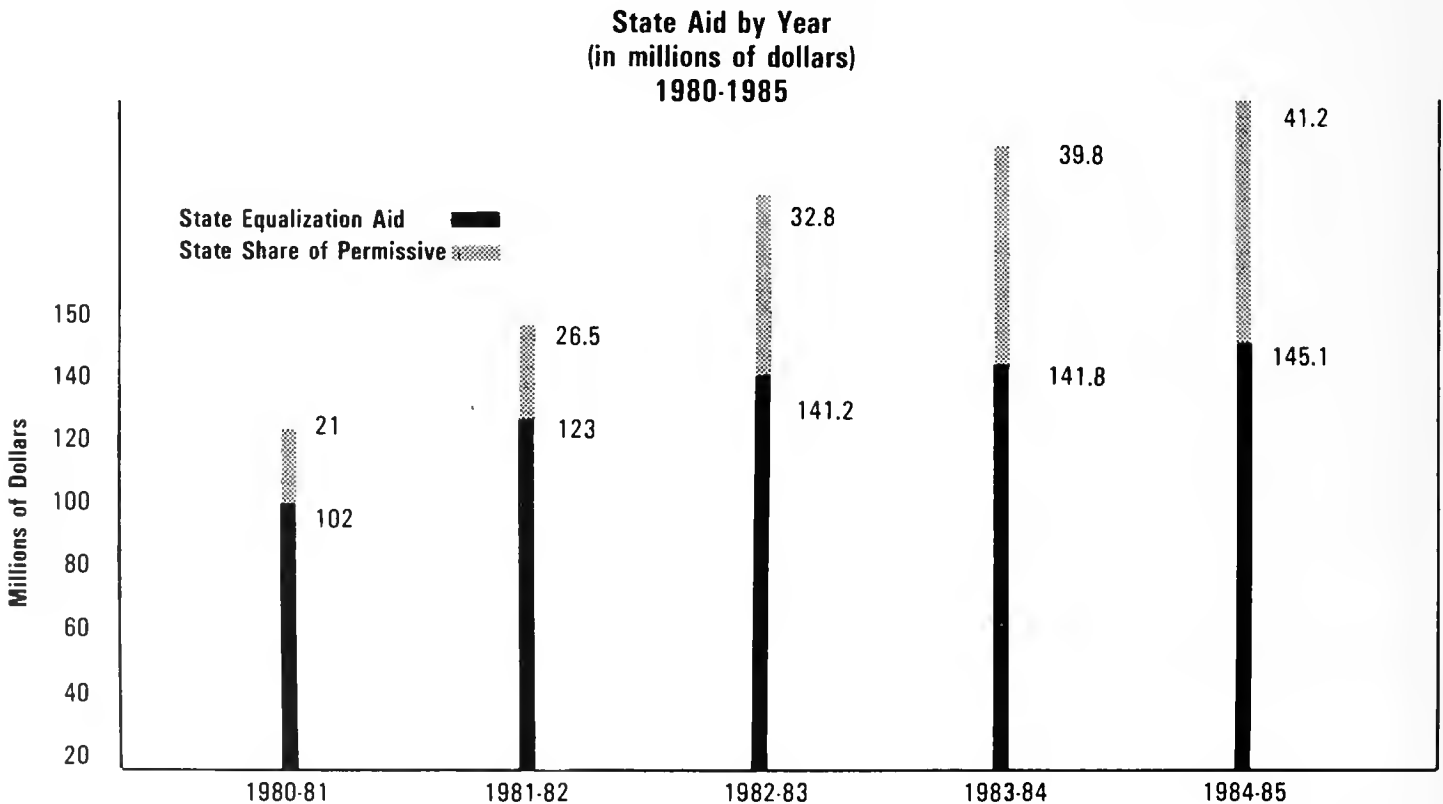
Montana budgeted \$443,230,188 for public elementary and secondary education in school year 1984-85 from the general fund of the school districts. The greatest proportion of these funds came from property taxes (district voted levy, the district's share of the permissive levy and the county's share of the foundation program).

In 1984-85, the cost of educating a Montana student, based on the general fund amount per average number belonging (ANB), was \$2,931 per student, including special education, or \$2,786, excluding special education.

Since 1980-81, the state foundation program (state equalization aid plus state share of permissive) has increased from \$123 million to \$186.3 million.



SOURCE: OPI



SOURCE: OPI

OTHER SERVICES

PUPIL TRANSPORTATION

Approximately 40 percent of the state's student population was transported to and from school daily by school bus in 1984-85. Montana school buses traveled 95,371 miles each day, carried 61,982 children and were driven by 2,621 drivers. Drivers and buses are certified.

More than half (661) of all operating school buses were owned by school districts. The remainder (693) were contractor owned. Since the previous year, the total number of operating [contractor] school buses has increased from 1,342 to 1,354.

State assistance for pupil transportation has risen steadily since 1978. Approximately \$6.08 million was paid to local districts for student transportation in 1984-85 at an average cost to the state of about \$467 per rider/per year. Local districts spent a total of approximately \$16.8 million on transportation.

SCHOOL FOOD PROGRAMS

The state assists local school districts with various school food service programs that focus on training school food service personnel, implementing federally funded programs and developing and implementing nutrition education.

In 1984-85, a total of \$10,212,300 in federal and state funds, in the form of cash or food, was distributed to eligible local participants. Participation included the service of 79,280 daily lunches in 685 schools as part of the National School Lunch Program.

Through the Cooperative Food Purchase Program, the Office of Public Instruction acts as a broker to assist school districts in food purchasing. In September 1985, 162 schools participated in the voluntary program, ordering 32,496 food units at a total value of \$520,251.

MONTANA COOPERATIVE FOOD PURCHASE PROGRAM

	1983†	1984†	1985†
# Schools	129	141	162
# Units	22,866	40,742	32,496
Total Value	\$408,922	\$495,133	\$520,251

†Calculated in September of school year.

SOURCE: OPI

MONTANA SCHOOLS PARTICIPATING IN NATIONAL SCHOOL LUNCH PROGRAM 1982-85

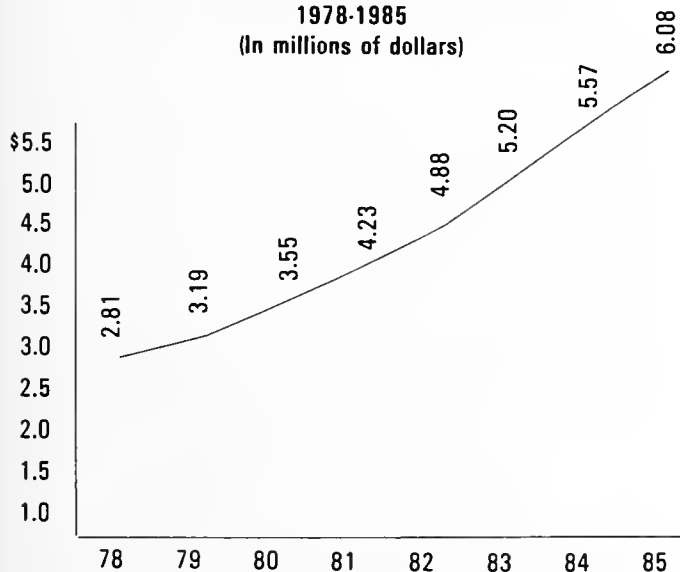
	#Schools	#Daily Lunches
1982-83	630	76,148
1983-84	633	77,067
1984-85	685	79,280

SOURCE: OPI

STATE PAYMENTS FOR TRANSPORTATION

1978-1985

(In millions of dollars)



SOURCE: OPI

V. STATE ADMINISTRATION

OFFICE OF PUBLIC INSTRUCTION

The Office of Public Instruction (OPI) is the state education agency for Montana and one of the few state agencies with an elected official at its head—the State Superintendent of Public Instruction.

The Superintendent of Public Instruction is responsible for the general supervision of the state's public schools and districts and is the governing agent and executive officer of vocational education for the state of Montana.

The Superintendent's office provides consulting and technical assistance in educational planning and evaluation; administers vocational education K-12 and in Montana's five postsecondary vocational-technical centers; disburses state and federal funds; recommends accreditation for Montana's public schools; certifies teachers in accordance with Board of Public Education rules; provides for pupil transportation to and from school; supervises state hot lunch programs; administers the state's special education program; administers a wide range of federal programs for education; and hears appeals from school boards and county superintendents. The Office of Public Instruction employs subject area specialists who give technical assistance to schools and teachers in curriculum, budgets, school law, school lunch, Indian education, transportation, federal programs and other areas.

The Superintendent serves as an ex officio member of the Board of Regents and the Board of Public Education and is a member of the State Board of Land Commissioners, the State Library Commission and the Teachers' Retirement Board.

BOARD OF PUBLIC EDUCATION

The Board of Public Education is a lay board consisting of seven voting members, each serving a term of seven years. Members are appointed by the Governor, confirmed by the Senate and represent geographical distribution, both political parties, a cross section of professions, men and women, with a commitment to education. In addition to the seven voting members, the Governor, the Superintendent of Public Instruction and the Commissioner of Higher Education serve as ex officio, nonvoting members. A student representative, selected annually by the Montana Association of Student Councils, also sits as a nonvoting member. The Board employs an Executive Secretary, who serves as liaison between the Board and the Superintendent of Public Instruction.

As designated by the 1972 Montana Constitution, the Board is charged with "the general supervision over the public school system." The Board's standards are the

basis for eligibility for state funds. It accredits schools, sets policy for certifying teachers, sets the standards for school buses and drivers and performs other duties set by statute. These include hearing cases regarding denial, suspension and revocation of teacher certificates and the review of teacher education programs leading to interstate reciprocity. The Board also serves as the governing board of the Montana School for the Deaf and Blind and the Montana Fire Services Training School.

The Board of Public Education and the Board of Regents, which is responsible for the University System, act as the State Board of Education to coordinate and evaluate the state's education system.

STATE BOARD OF EDUCATION 1984-85

Governor Ted Schwinden, President
Superintendent of Public Instruction Ed Argenbright, Secretary
Commissioner of Higher Education Dr. Carrol Krause, Ex Officio

Board of Public Education

James Graham, Ismay
Ted Hazelbaker, Dillon (Chairman)
Sarah Listerud, Wolf Point
Alan Nicholson, Helena
Arthur "Rocky" Schauer, Libby
Bill Thomas, Great Falls
Tom Thompson, Heart Butte
Heidi Armstrong, Miles City (nonvoting student member)

Board of Regents

Burt Hurwitz, White Sulphur Springs
Dennis Lind, Missoula
Beatrice McCarthy, Anaconda
Jeff Morrison, Helena (Chairman)
Mary Pace, Bozeman
David Paoli, Missoula
Elsie Redlin, Sidney
John Scully, Bozeman

VI. 1984-85: THE YEAR IN REVIEW AND PRIORITIES FOR THE FUTURE

BOARD OF PUBLIC EDUCATION

During school year 1984-85, the Board of Public Education followed up on recommendations made during the previous year's School Night for Excellence, a series of discussions of education issues held in over half of Montana's school districts. The Board established an agenda for review of school quality in addition to its regular agenda of ongoing business and statutory responsibilities.

The school quality agenda included seven topics: counselors, precertification testing, use of school time, certificate revocation, suspension and denial, libraries and curriculum and staff evaluation. In the course of the year, the Board heard reports on nearly all of the topics and took steps toward reviewing or formulating policy in the identified areas.

Of particular note is the Board's policy requiring all applicants for a Class 1, 2, 3 or 5 certificate to pass the National Teachers Examination core battery with minimum scores as established by the Board in each one of the three test components (communication skills, general knowledge and professional knowledge). The requirement is effective July 1, 1986.

In addition, the Board adopted new requirements for the certification of school administrators. It moved to require an MA in school administration, or the equivalent, for superintendents and principals. For superintendents it required qualifications as a principal plus 12 graduate credits in elementary or secondary education, depending on the area in which the administrator is not endorsed and other course and experience requirements.

In the area of professional development, the Board established a policy calling for an annual school district plan to include at least three days of activities related to the improvement of instruction. The Board also reviewed its policy governing Pupil Instruction Related days and brought it into alignment with the professional development policy and the statutory mandate dealing with annual professional association conventions. The Board required that if the district includes professional association conventions as part of its staff development, it must concurrently provide alternative programs for those not attending.

In the area of accreditation, the Board adopted a standard covering specifics of educational equity, including "programs, facilities, textbooks, curriculum, counseling, library services and extracurricular activities." The action was a partial answer to the "equity lawsuit" (*Ridgeway et al. v. Montana High School Association et al.*).

In accordance with the stipulations of the Interstate Agreement on Qualification of Education Personnel, the Board appointed certification review teams, which performed on-site reviews of the teacher education programs at Northern Montana College, Rocky Mountain

College and the College of Great Falls.

Following up on one of its statutorily assigned duties, the Board established an Education Media Library policy, which calls for the State Superintendent's provision of a scope and purpose, selection criteria and procedures for the acquisition, circulation, replacement and withdrawal of instructional materials.

The Board adopted a fully revised version of the standards and guidelines for screening hearing in the Educational Hearing Conservation Program and moved to contract with the Department of Communication Sciences and Disorders at the University of Montana for evaluation of all aspects of the program.

Along with the State Superintendent of Public Instruction, the Board was named defendant in the "school funding suit" (*Helena Elementary School District 1 and High School District 1 of Lewis and Clark County et al. v. State of Montana et al.*), in which nearly 60 school districts challenged the method and level of school financing. Together with the Superintendent and the Governor's attorney, who served to coordinate the state's defense, the Board prepared to represent the state's interest.

The year 1984 was saddened by the loss of one of the Board's members, George Johnson, who died August 22, 1984.

OFFICE OF PUBLIC INSTRUCTION

The Office of Public Instruction (OPI) maintained a positive approach during the year by continuing to provide expertise in curricular areas; by accrediting, monitoring and evaluating school programs; and by continuing to seek appropriate levels of funding for Montana education.

OPI's Basic Skills Department made on-site accreditation visits to 170 schools. Staff reviewed accreditation status for each of the state's public elementary and secondary schools and those private schools seeking accreditation and continued the Montana Educational Challenge Project to enhance communication between public schools and institutions of higher education.

The Special Services Department monitored approximately 250 school districts involved with federal and state categorical programs and conducted inservice training, which was attended by 16,363 administrators and teachers (duplicated count).

The Department of Vocational Education Services evaluated 32 secondary schools involving 128 approved programs in eastern Montana. The in-depth evaluations are required by federal and state law to ensure compliance and quality instructional programs for vocational enrollees. Office of Civil Rights on-site reviews were conducted at seven locations, including public and Native American community colleges.

The department also initiated a new request for proposals under the Carl D. Perkins Vocational Education Act of 1984. Over 300 proposals were received and rated for funding in the fiscal 1986 State Plan.

The postsecondary vocational-technical center system experienced a modest increase in enrollment (to 2,548 FTE students). Local support from a high school district levy increased by 46 percent, bringing the local high school district portion of the overall system budget to 16 percent, up from the previous level of 12 percent.

The 1985 Legislature considered three bills to revise the vocational-technical center system. All three failed, but a 1985-86 interim study of the funding and governance for vocational-technical centers was initiated.

The Administrative Services Department conducted inservice sessions to help school district clerks and business managers use the new computerized accounting system.

The Legal Services Department provided seminars for educators and local board trustees; issued approximately 45 advisory opinions and 20 decisions and orders of the State Superintendent; and responded to over 1,200 telephone requests for assistance from county superintendents, county attorneys, district superintendents, teachers, attorneys, parents and citizens. The department conducted the Third Annual Montana Law-Related Education Program, which brought together 50 teachers in a week-long, college credit course on teaching law to high school students.

As in the past several years, education funding proved to be a time-consuming and thought-provoking issue. Federal funding remained about the same as in the recent past. Faced with a lower percent of state support for the foundation program, school districts were forced to raise local contribution to the point where 35.7 percent of the state's school budgets (exclusive of special education) were submitted to local taxpayers as mill levies. Equitable funding of education will continue to be the Superintendent's main priority through the next year.

APPENDIX A

PUBLIC SCHOOL ENROLLMENT BY COUNTY 1984-85

County	Elementary	Secondary	Total
Beaverhead	1131	442	1573
Big Horn	1726	673	2399
Blaine	1150	411	1561
Broadwater	443	212	655
Carbon	1185	489	1674
Carter	179	81	260
Cascade	9693	4293	13,986
Chouteau	783	373	1156
Custer	1595	599	2194
Daniels	403	141	544
Dawson	1635	682	2317
Deer Lodge	1348	653	2001
Fallon	555	245	800
Fergus	1543	673	2216
Flathead	8044	3581	11,625
Gallatin	5036	2184	7220
Garfield	228	96	324
Glacier	2170	750	2920
Golden Valley	126	61	187
Granite	376	182	558
Hill	2460	934	3394
Jefferson	1115	446	1561
Judith Basin	304	155	459
Lake	2981	1200	4181
Lewis & Clark	6263	2764	9027
Liberty	271	135	406
Lincoln	2838	1251	4089
Madison	704	315	1019
McCone	369	145	514
Meagher	263	116	379
Mineral	642	235	877
Missoula	8900	3877	12,777
Musselshell	685	293	978
Park	1689	770	2459
Petroleum	91	40	131
Phillips	781	343	1124
Pondera	1002	401	1403
Powder River	354	164	518
Powell	866	330	1196
Prairie	241	113	354

County	Elementary	Secondary	Total
Ravalli	3147	1660	4807
Richland	2030	810	2840
Roosevelt	2084	671	2755
Rosebud	2213	679	2892
Sanders	1371	557	1928
Sheridan	759	305	1064
Silver Bow	4472	1898	6370
Stillwater	852	372	1224
Sweet Grass	434	186	620
Teton	913	371	1284
Toole	760	295	1055
Treasure	141	53	194
Valley	1395	565	1960
Wheatland	298	132	430
Wibaux	212	94	306
Yellowstone	15,547	6120	21,667
STATE TOTAL	108,796	45,616	154,412

APPENDIX B

PUBLIC SCHOOL ENROLLMENT BY SCHOOL SIZE AND GRADE LEVEL

1984-85

School size (#students)	Elementary		Junior High†		High School	
	Schools	Enrollment	Schools	Enrollment	Schools	Enrollment
1-49	193	3,259	0	—	43	1,499
50-99	72	5,359	0	—	37	2,707
100-249	145	25,138	1	193	48	7,725
250-499	159	55,287	3	1,123	19	6,955
500-749	22	12,182	5	3,326	9	5,278
750-999	0	—	8	6,919	1	774
1000-1999	0	—	0	—	11	14,609
2000 or more	0	—	0	—	1	2,079
TOTAL	591	101,225	17	11,561	169	41,626

† Accredited junior high schools, grades 7-9.

SOURCE: OPI

